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ABSTRACT

Decreasing enrollments and financial problems have led to considerable restructuring in North Dakota schools. One form of restructuring was the creation of dual-role administrative positions combining two or all of the roles of superintendent, elementary principal, and secondary principal. In 1987, 47 of 51 administrators holding such positions completed a survey covering duties, certification, training, time allocation, advantages, problems, and possible solutions. Most respondents held proper credentials for all positions, performed duties in addition to administration, and received no extra pay. The major problem with the dual role was lack of time to do all tasks adequately; when the superintendency was one of the roles, the principalship was likely to be neglected. Other problems included missing important professional meetings and workshops due to lack of a substitute, excessive supervisory responsibility, stress, and a somewhat weak job description regarding time allocation per area of responsibility. Most respondents listed advantages of the dual role, particularly greater involvement with students and teachers, greater awareness of needs of K-12, and cost savings. This report contains 20 references, 11 tables, the survey questionnaire, descriptions of administrator qualifications and credentials in North Dakota, and a literature review on administrator roles. (SV)

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COMBINATION ADMINISTRATIVE POSITIONS IN NORTH DAKOTA SCHOOLS

by
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Bachelor of Science, Mayville State College, 1965

M. Ed. in Educational Administration,
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An Independent Study

Submitted to the Graduate Committee

of the

University of North Dakota

in partial fulfillment of the requirements

for the degree of

Educational Specialist

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COMBINATION ADMINISTRATIVE POSITIONS

IN NORTH DAKOTA SCHOOLS

Robert E. Klein, Ed. S.

The University of North Dakota, 1988

Faculty Advisor: Dr. Richard Hill

Graduate Committee Members: Dr. Donald Lemon
Dr. Lowell Thompson

The existence of multi-faceted dual-role or combination administrators is an issue that has intrigued the author because of experience and concern for the quality of public school education in North Dakota. One immediately thinks of financial gains to the school districts as the only possible advantage to this situation. In this study the writer surveyed dual-role administrators in North Dakota public schools during the 1987-1988 school year.

The purpose of the study was to identify advantages and disadvantages of the dual-role administrator in addition to becoming better informed on the complexities of the task.

Surveyed were fifty-one dual-role administrators, i.e., Elementary Principal-Secondary Principal;

Superintendent-Elementary Principal; Superintendent-Secondary Principal; and Elementary Principal-Secondary Principal-Superintendent. Of the fifty-one administrators surveyed, forty-seven responded. The questionnaire was developed through joint effort of the writer and his Graduate Committee.

Basically, the study revealed at least three important aspects of dual-role administration: absence of extra pay for extra duty; lack of time to do an adequate job; and a somewhat weak job description regarding allocation of time per area of responsibility.

The study led to recommendations to colleges, schools, and individuals who might be seeking dual-role positions.

The author found respondents cooperative and thorough. Most displayed interest in the study by indicating a desire to receive results of the survey.

This Independent Study submitted by Robert Eugene Klein in partial fulfillment of the requirements for the Degree of Educational Specialist from the University of North Dakota has been read by the Faculty Advisor and Graduate Committee under whom the work has been done, and is hereby approved.

Richard T Lee (6/23/88)
(Advisor)

Donald K. Lemon

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A commitment to this study was made in 1984 when I became a dual-role administrator (elementary principal-secondary principal). I needed an Elementary Endorsement and decided to pursue an Educational Specialist degree from the University of North Dakota. I wish to express appreciation to my advisor, Dr. Richard Hill, and members of my Graduate Committee, Dr. Donald Lemon and Dr. Lowell Thompson, for their guidance, patience, and expertise in helping me establish and carry out a satisfactory program.

I also am indebted to my family for their support and patience and to the staff of the Drayton School for being so understanding and supportive as I struggled with the extra work load.

CHAPTER I

BACKGROUND OF THE STUDY

Enrollment erosion and current financial conditions have dictated much restructuring within North Dakota schools. One form of restructuring has been to create "combination" administrative positions. These combinations take the form Superintendent-Elementary Principal, Superintendent-Secondary Principal, Superintendent-Elementary Principal-Secondary Principal, and Elementary Principal-Secondary Principal. Also, administration-teaching combinations have been employed. This author believes that more of these situations will exist if the financial picture becomes more bleak and if enrollment erosion persists. Very little literature examines the nature of the problems associated with "combination" administrative roles.

Purpose

The purpose of the study was to examine the nature of and problems associated with combination administrative roles. Results of this study could help North Dakota school districts when attempting to hire combination administrators. School boards may not be aware of

the positive and negative aspects of dual-role administration. The study could also aid educational administration programs by making more information available to universities and prospective administrators. A third purpose was to satisfy the curiosity of one who has served in the dual-role capacity for a number of years. It had given this individual a chance to communicate with others sharing similar work loads.

The study has been limited to North Dakota public schools employing administrators in dual or combination roles. The study did not examine administrative-teaching roles. By consulting the Educational Directory (Department of Public Instruction 1986) fifty-one schools were identified as having combination role administrators. This group constituted the universe for the study. A review of literature showed limited published information about this subject.

It could be assumed that when no specific person was named as elementary or secondary principal in the Educational Directory, the school administrator (superintendent) was acting in that role and therefore functioning as a dual-role administrator. None of these was contacted in the survey, however. There may have been as many as seven such instances in 1986-87 (Department of Public Instruction 1986).

No attention was given to school size or to school location. Only school administrators were surveyed. No surveys were sent to school boards or teachers to determine their attitudes and experiences related to combination role school administrators.

Assumptions

The author assumes that those who completed the survey have done so with sincerity. He also entered the study with the assumption that being a dual-role administrator may not always be desirable for the individual or the school district, and that problems may be inherent in a dual-role assignment.

Definitions

Dual-Role Administrators and Combination Administrators: in this study the phrases are synonymous and the phrases mean individuals in North Dakota public schools who are assigned to more than one administrative job, i.e., Elementary Principal-Secondary Principal; Elementary Principal-Superintendent; Elementary Principal-Secondary Principal-Superintendent; or Secondary Principal-Superintendent. Any schools referred to are public high school districts as recognized by the North Dakota Department of Public Instruction and listed in the department's annual Educational Directory.

Qualifications--In the present study, qualifications refer to the issuance of the appropriate credential by the Director of Teacher Certification. The following information relating to qualifications is expressed in Guidelines for Educator's Special Credentials, published by the North Dakota Department of Public Instruction in July 1986:

> EP01--Elementary Principal's Credential: To meet the academic requirements for the EP01 Elementary Principal's Credential, the applicant must: hold a valid North Dakota teaching certificate, have earned a bachelor's degree with a major, minor or endorsement in elementary education, have earned a master's degree and must have completed the appropriate 20 semester/30 quarter hours from The Guide for Course Preparation. The 20 semester/30 quarter hours from the Guide may be earned during the completion of the master's degree.
>
> EP02--Elementary Principal's Credential: To meet the academic requirements for the EP02 Elementary Principal's Credential, the applicant must; hold a valid North Dakota teaching certificate, have earned a bachelor's degree with a major, minor or endorsement in elementary education, and must have completed 16 semester/24 quarter hours of graduate coursework from The Guide for Course Preparation. The coursework must include a minimum of 10 semester/15 quarter hours from Sections I and II of the Guide and the remainder from Sections III and IV with no more than 2 semester/3 quarter hours from Section III.
>
> EP03--Elementary Principal's Credential: To meet the academic requirements for the EP03 Elementary Principal's Credential, the applicant must: hold a valid North Dakota teaching certificate, have earned a bachelor's degree with a major, minor or endorsement in elementary education, and must have completed 8 semester/12 quarter hours of graduate coursework from The Guide for Course Preparation. The coursework must be completed from Sections I and II of the Guide with no more than 2

semester/3 quarter hours from Section II. Only one renewal of the EP03 Elementary Principal's Credential shall be allowed.

The North Dakota Secondary Principal's Credentials are available based on three levels of preparation in conjunction with the levels of school accreditation.

Qualifications For:

Level I Credential--for service in Level I, II or III schools

1. Possess a valid North Dakota teaching certificate.

2. Possess a master's degree with a major or equivalent in secondary school administration from a state approved college or university accredited for such a degree by a regional accreditating agency.

3. A major or equivalent in secondary school administration is defined as a minimum of 20 semester/30 quarter credits at the graduate level containing components in general administration, school law, supervision and curriculum at the secondary level.

4. Completion of four years of successful teaching and/or administrative experience in secondary schools.

Level II Credential--for service in Level II or III schools

1. Possess a valid North Dakota teaching certificate.

2. Have earned 16 semester/24 quarter graduate credits in secondary school administration from state approved college or university accredited for graduate work in secondary school administration by a regional accrediting agency, with components in general administration, school law, supervision and curriculum at the secondary school level.

3. Completion of three years of successful teaching and/or administrative experience in secondary schools.

Level III Credential--for service in Level III schools

1. Possess a valid North Dakota teaching certificate.

2. Have earned 8 semester/12 quarter graduate credits in secondary school administration from a state approved college or university accredited for graduate work in secondary school administration by a regional accrediting agency; these credits to be in the areas of general administration, school law, supervision and curriculum at the secondary school level.

3. Completion of two years of successful teaching and/or administrative experience in secondary schools.

Qualifications for the Administrative Credential

1. Must hold a valid North Dakota teaching certificate.

2. Must have completed a master's degree program in educational administration from an accredited college or university approved to award such a degree; the completion must be verified by transcript; the program must include coursework in educational administration, supervision, curriculum, educational law, and school finance. Courses listed below may be obtained during provisional credentialing, but prior to approval of a secured five-year credential. Total coursework in educational administration of 20 semester/30 quarter hours must be demonstrated for consideration. Persons licensed to teach at the elementary level must complete graduate courses in secondary curriculum and secondary supervision, while those licensed to teach at the secondary level must complete graduate courses in elementary curriculum and elementary supervision. The

requirements for educational law, school finance, curriculum and supervision may be met during provisional credentialing, but prior to approval of a five-year credential.
OR

3. Must have completed a master's degree program in an allied field which contains within the program--or in coursework taken subsequent to the program--the required courses and number of credit hours in administration detailed in above number 2.

4. Must have had four years of successful teaching experience which must include no less than two years of administration comprised of a minimum half-time experience in either an elementary or secondary principalship in an accredited school, or a central office directorship in an accredited school, or as an administrator of a non-accredited school which included a twelve year program (Department of Public Instruction 1986).

Summary

This study, then, is an attempt to study some of the features of dual-role administrative positions in North Dakota schools. Results should indicate characteristics of schools choosing to use this concept, trends over the last few years, and ideas and attitudes of affected administrators. The study was designed to answer the following questions:

1. Do dual-role administrators generally have other duties?

2. How long has the individual served in the dual-role?

3. What is the extra compensation for the dual-role?

4. What credential(s) is/are held?

5. What specialized training was necessary?

6. Are time allocations specified by the Board?

7. How much time is actually spent in each area?

8. What are some advantages and disadvantages of the dual-role?

9. What are some proposed solutions to problems identified?

10. Were there discernible differences in perceptions when the dual-role was accepted or assigned?

CHAPTER II

RELATED LITERATURE

School administrative positions as we know them are a relatively new concept in American public schools. The three positions which will be discussed in this chapter are the superintendency, secondary principalship, and elementary principalship. The author examined the needs that caused the positions to evolve and characteristics and functions of the three administrative positions. The chapter concludes with an analysis of current trends in North Dakota public schools which have chosen to combine some administrative positions into a dual-role.

The review of the evolution and duties of each position was intended to help the reader better understand the individual demands of each job which led to the author's interest and concern in the issues associated with the dual-role school administrator.

History of the Origins of Administrative Roles

Superintendency

Originally a function of part-time lay people, the superintendency, which has served as the general executive

branch of school administration is almost 150 years old (Knezevich 1975, p. 339). Establishment of the local superintendency in noncity areas did not occur until the twentieth century (Campbell 1975, p. 196). The need for a superintendent of schools seems to have evolved from reorganization of small school districts into larger citywide districts when the problems of organization and financing became too large to be handled by a committee, meeting irregularly, and with decisions being made at town meetings. Committee members soon began to realize the intracacies of supervision of instruction, finance, and keeping track of school property demanded too much time and energy. The first superintendent of schools was appointed by the Buffalo Common Council on June 9, 1837 (Campbell 1975, p. 196). Although most early superintendents were appointed, some were elected by popular vote.

Secondary Principal

The secondary school principalship is one of the oldest educational administrative positions, yet one that "has no history" (Knezevich 1975, p. 390). It can be traced as far back as 1515 to Johan Sturn who served such a role in the "Gymnasium," a school for boys from ages ten to nineteen or twenty (Knezevich 1975, p. 390). These early building level administrators were expected

to be great teachers and disciplinarians who exhibited unquestioned traits of character and morals. Most early American secondary school principals were also teachers as mid-nineteenth century secondary schools averaged only two teachers (Knezevich 1975, p. 390). It is believed that the high school principalship is the oldest of the three levels of public school administration as one commonly knows the positions today.

Those early American secondary school principals were generally quite independent and did not communicate closely with other school administrators. The position seems to have evolved from the headmaster's post. The headmaster was the head teacher in the school and supposedly the best informed in most subject areas. Little administrative skill was expected or required. Special subjects and teachers and other altered circumstances have changed the demands of the position to one which requires more administrative skills.

Elementary Principal

Urban community growth resulted in the development of the elementary principalship as it is presently known. Size and complexity required coordination of resources and curriculum. As with the secondary principalship, the elementary principalship grew out of classroom responsibilities. The position evolved progressively

from teachers to teachers with administrative responsibilities to principal-teacher, and finally to full-time principal. The Quincy School in Boston is usually cited as the first to have all departments united under a single principal in 1847 (Knezevich 1975, p. 381). The position resulted as a preference to the earlier patterns of handling the complexities of the schools by part-time committee members or by classroom teachers. Other choices were to increase the number of one-teacher schools or to establish a form of double headed school districts with a grammar master who taught grammar, reading, and geography and a writing master who taught writing and other subjects (Knezevich 1975, p. 387).

Other forces influencing the development of the public school elementary principalship were as follows:

1. The rapid growth of cities and the increase in numbers of pupils in each building.
2. The grading of schools.
3. The consolidation of the "writing" and "grammar" school departments.
4. The freeing of the principals from teaching duties.
5. The recognition of the principal as a supervisory head of the building.
6. The establishment of specialized departments of the NEA concerned with elementary school administration (Knezevich 1975, p. 382).

Roles of Administrators

The role of the school administrator has many facets. A review of the literature on the subject reveals that, at one time or another six major roles have been identified: (1) manager, (2) instructional leader, (3) disciplinarian, (4) human relations facilitator, (5) change agent, and (6) conflict mediator (Gorton 1976, p. 65). These roles are generally influenced by several interest groups including students, teachers, parents, and superiors.

The administrative organization of school systems varies with the enrollment, number of professional staff members, curriculum, and the philosophy of the school. Title designations of the administrative staff are usually as follows:

1. SUPERINTENDENT--The administrative head of an accredited school system which includes an elementary and secondary department. He is directly responsible to the school board. He is employed as a full-time administrator on a twelve-month basis.

2. SECONDARY PRINCIPAL--The administrator of the secondary department. He is directly responsible to the administrative head. Only those who devote one-half or more of their time to administration and supervision should be designated as high school principals.

3. ELEMENTARY PRINCIPAL--The administrator of the elementary program. He is responsible to the administrative head. Only those who devote one-half or more of their time to

> administration and supervision should be designated as elementary school principals. Otherwise, they may be called Head Teacher (Department of Public Instruction 1973, p. 26).

Superintendent's Role

In most school districts the superintendent of schools is the formally recognized chief exeuctive. The position is one of visibility, vulnerability, and influence within the organization. The office has evolved from a clerical position, to scholar-educator, to business manager, to chief executive and chief professional advisor in the school system. Very little legal basis exists for the position of superintendent of schools. Some states view the superintendent as an officer of the board while some declare him an employee (Campbell 1975, p. 197).

In North Dakota the legal responsibilities and duties of the superintendent are outlined as follows:

1. Superintendent of city schools. Powers and duties: The superintendent of schools, in districts where a superintendent is employed, shall supervise the administration of the courses of study, visit schools, examine classes, and have general supervision of the professional work of the school, including the holding of teachers' meetings and the assignment of teachers, all of which shall be subject to the final authority of the school board. From time to time, he shall make reports to the board embodying recommendations relative to the employment of teachers and janitors, the adoption of textbooks, changes in the courses of study, enforcement of discipline, and school matters in general.

He shall make such other reports and perform such other duties as the board may direct and delegate. The superintendent of schools shall furnish to the school district a bond conditioned that he will honestly and faithfully discharge the duties of his office and that he shall safely keep and render a true account of all funds and property that shall come into his hands. Such bond shall be in an amount set by the school board but shall not be less than the maximum amount of money that shall be subject to the superintendent's control at one time. Such bond shall be written through the state bonding fund and shall be at the expense of the school district. (Section 15-38-01, NDCC)

2. Supervision of schools. The schools of a public school district shall be under the supervision of the school board which may appoint a school superintendent to supervise the schools within the district. When no superintendent is appointed by the board, the schools of the district shall be under the immediate supervision of the county superintendent of schools. (Section 15-29-07, NDCC)

3. Other responsibilities and duties of the superintendent:

   a. The superintendent's responsibility for the entire school program includes:

      1) Serving as the chief executive officer of the school board in the operation of schools under its control
      2) Attending all meetings of the board and of its committees but without the vote (The exception is when his employment is under consideration)
      3) Nominating, as needed, assistant superintendents, business managers, supervisors, principals, teachers, custodians, and all other employees authorized by the school board
      4) Suspending and recommending for discharge an employee whose services are unsatisfactory, subject to approval by the board

5) Determining the boundaries within the school district of school attendance areas, subject to the approval of the board
6) Making monthly and annual reports to the board on the conditions and needs of the school
7) Preparing for the approval of the board, bylaws, rules, and regulations needed for the direction and control of the schools
8) Preparing yearly calendar
9) Cooperating with the county superintendent and the State Department of Public Instruction
10) Developing cooperatively with the school board, written policies, rules and philosophy for the operation of the school
11) Formulating with professional staff, an educational philosophy for the school
12) Developing, as needed, programs and services for exceptional children--the handicapped as well as the talented and gifted
13) Developing a guidance and testing program for evaluation of potential ability and progress of all pupils

b. The superintendent's responsibility for the selection and care of equipment includes:

1) Approving and directing all purchases and expenditures within the limits of the detailed budget approved by the board and to make monthly reports of such expenditures to the board
2) Approving the use of schoolrooms, auditoriums, and gymnasiums for community purposes in accordance with the policy established by the school board.

c. The superintendent's responsibility for the curriculum includes:

1) Selecting, after conferring with supervisors, principals, teachers, and such persons as the superintendent may designate, textbooks, instructional

materials, supplies, and equipment needed for instruction and for activities of the school which are under the control and sponsorship of the board
2) Managing, storing, and distributing textbooks and other teaching supplies
3) Providing for a library collection that will assure available reading and resource material for both pupil and teacher.

d. The superintendent's responsibility for the instructional program includes:

1) Preparing, or having prepared for his approval, the curriculum of each course of study as authorized by the school board and which is in keeping with the state guides
2) Directing the supervision of the elementary and secondary departments, including all extracurricular or school-related activities
3) Assigning principals', custodians', and other employees' duties to the schools, placing teachers in school assignments according to the needs of the planned curriculum.

e. The superintendent's responsibility for the preparation of the budget and for financial accounting includes:

1) Preparing, or having prepared, to his satisfaction, the school budget showing in detail the amount of funds necessary to meet the estimated needs for the ensuing year and submitting it to the board for consideration and approval
2) Supervising the financial accounting process to insure complete and correct records of monies received and expended.

f. The superintendent's responsibility for the housing needs of the school include:

1) Having general supervision of the operation and maintenance of the school plant and equipment

2) Purchasing, storing, and distributing equipment and other school supplies
3) Keeping the board informed as to school building needs and recommending school sites and plans for new buildings and for alterations of old buildings where expansion or improvements are needed.

g. The superintendent is responsible for the program carried on by the school.

h. The superintendent is responsible for the administration of transportation of pupils.

i. The superintendent is responsible for the health and sanitation program in the school.

j. The superintendent should be thoroughly familiar with state laws and state department regulations as they affect schools. The school program shall be administered within the legal requirements and within regulations of the state (Department of Public Instruction 1973, p. 29).

Secondary Principal's Role

Secondary principals have many responsibilities. In addition to the six broad areas identified by Gorton, a Gallup Poll ranks nine educational programs which should be given more emphasis by the secondary schools. They are, in order of priority, for secondary schools:

1. Teaching students to respect law and authority
2. Teaching students how to solve problems and think for themselves
3. Teaching students vocational skills
4. Teaching students how to get along with others
5. Teaching students the skills of speaking and listening
6. Teaching students about the world of today and yesterday (i.e., history, geography, and civics)

7. Teaching students the skills of reading, writing, arithmetic
8. Teaching students health and physical education
9. Teaching students how to compete with each other (Gorton 1976, p. 15).

The duties of the North Dakota secondary principal are defined as follows:

> The secondary principal shall be assigned administrative responsibilities in the secondary school. The relationship of the secondary school principal to the superintendent shall be cooperative and direct. Lines of administrative and supervisory authority and responsibility should be clearly defined.
>
> 1. General administrative functions of the secondary principle:
>
>   a. The principal's responsibilities for operation of the secondary school include:
>
>   1) Implementing the policies of the school board and superintendent
>   2) Assisting the superintendent in the selection and recommendations of teachers for the high school
>   3) Preparing regular reports to the superintendent on the needs and conditions of the secondary departments
>   4) Providing educational leadership through staff meetings, bulletins, and conferences
>   5) Informing teachers of new concepts and developments in the secondary field
>   6) Supervising the pupil record-keeping system so that adequate records of attendance, courses taken, grades attained, and extracurricular participation can be kept on file
>   7) Submitting student information to colleges, universities, and prospective employers upon request.
>
> 2. The principal's responsibility for curriculum include:
>
>   a. Determining the curriculum needs of students

b. Scheduling subject offerings according to regulations of the Department of Public Instruction and policies of the school board
c. Assisting in the selection of textbooks, instructional material, and equipment which will provide teachers with the best teaching aids
d. Assisting in the development of curriculum guides
e. Encouraging experimentation to improve educational offerings and instructional improvement.

3. The principal's responsibilities for the instructional program include:

a. Assigning subjects to teachers within their major or minor field of preparation
b. Scheduling curriculum offerings to provide student opportunities in all subject areas
c. Supervising teachers for the improvement of instruction
d. Providing an atmosphere conducive to learning so that each student's full potential may be developed

4. The principal's responsibilities for pupil attendance include:

a. Developing a system of accounting for student attendance
b. Developing an attendance policy
c. Explaining the attendance policy to students and parents
d. Enforcing attendance regulations

5. The principal's responsibilities for extracurricular programs include:

a. Determining the activities to be included in the extracurricular program
b. Maintaining the proper balance between curricular and extracurricular activities
c. Evaluating the activities frequently to determine their educational value
d. Developing an acceptable record-keeping system for all monies collected by students, teachers, and other designated persons.

6. The principal's responsibilities for discipline include:

   a. Establishing standards of conduct for students in school and at school activities
   b. Assisting teachers to maintain discipline in the classroom and at all school activities
   c. Handling all major disciplinary problems
   d. Working within legal procedures as prescribed in Section 15-29-03, and 15-38-13 N.D.C.C.)

7. The principal's responsibilities for the care of the secondary school building and equipment include:

   a. Advising in the maintenance and repair of the building
   b. Recommending to the superintendent renovation, modernization, and cleaning projects
   c. Supervising equipment usage and maintenance
   d. Requisitioning necessary supplies and equipment and supervising the accounting of these items.

8. The principal's responsibilities to the superintendent and to the school board include:

   a. Preparing reports of information requested by the superintendent
   b. Evaluating and recommending personnel to the superintendent
   c. Informing the superintendent of activities and problems of the secondary school.

9. The principal's responsibilities in interpreting the function of the secondary school to the citizens of the community includes:

   a. Assuming an active leadership role in education
   b. Supporting or cooperating with the PTA and other educational organizations
   c. Participating in community organizations to increase understanding and support of the schools (Department of Public Instruction 1973, p. 29).

Philosophical and functional changes have occurred in the secondary principal's role. Once a headmaster and

competent instructional supervisor, the principal's role has become more of a school administrator, or facilitator. Sufficient clerical help should be available so the principal's time can be used to work with the complexities of the individual school attendance unit. The principal must be able to delegate authority and responsibility. The office has become a service center for the school with ten important services as follows:

1. A communications center for the school
2. A clearing house for the transaction of school business
3. A counseling center for teachers and students
4. A counseling center for school patrons
5. A research division for the school, for the collection, analysis, and evaluation of information regarding activities and results
6. A repository of school records
7. The planning center for solving school problems and initiating school improvements
8. A resource center for encouraging creative work
9. A coordinating agency cultivating wholesome school and community relations
10. The coordinating center of the school enterprise (Knezevich 1975, p. 395).

High school administration has, in Knezevich's view (Knezevich 1975, p. 395), three major dimensions. The technical dimension includes testing, measuring, interviewing, disciplining, coaching, scheduling, recording, accounting, spending, operating, and maintaining. The second area involves concern for the effectiveness of the staff, for the adequacy of plans for conformity of rules, for economical use of space and funds. This is the managerial dimension. The conceptual dimension is

directed to the entire school program, to the community setting, and to learning and the pupil.

Elementary Principal's Role

Five functions may describe the role of the elementary school principal: school-community relations, staff personnel development, pupil personnel development, educational program development, and business and building management. Two additional dimensions of the principalship are effective management and leadership. The principal today must be an effective manager, especially in the roles of school-community relations specialist and educational engineer (Knezevich 1975, p. 382).

Administrative responsibilities of early elementary principals were mostly clerical. Early functions of the principal-teacher were:

1. To be recognized and function as head of the school attendance unit charged to his care.
2. To regulate classes and courses of instruction for all pupils in the building.
3. To discover any defects in the building and apply remedies.
4. To report defects to the trustees of the district if he is unable to remedy the conditions.
5. To give necessary instructions to other teachers in the building.
6. To classify pupils.
7. To safeguard the schoolhouse and furniture.
8. To keep the school clean.
9. To instruct the other teachers referred to as his assistants.
10. To refrain from impairing the standing of other teachers especially in the eyes of the pupils.
11. To require the cooperation of all the assistant teachers (Knezevich 1975, p. 382).

The function of the elementary principal eventually changed to one of a full-time administrator and supervisor responsible for all aspects of education within the attendance area. Elementary schools should emphasize nine educational programs according to a Gallup Poll:

1. Teaching students the skills of reading, writing, and arithmetic
2. Teaching students how to solve problems and think for themselves
3. Teaching students to respect law and authority
4. Teaching students how to get along with others
5. Teaching students the skills of speaking and listening
6. Teaching students vocational skills
7. Teaching students health and physical education
8. Teaching students about the world of today and yesterday (i.e., history, geography, and civics)
9. Teaching students how to compete with each other (Gorton 1976, p. 15).

The North Dakota Department of Public Instruction has several recommendations concerning the duties of elementary principals:

> Under the direction of the superintendent, or, in districts not employing a superintendent, under the direction of the county superintendent, the principal is to exercise immediate supervision over the elementary school. The following list is suggestive of such duties and responsibilities:
>
> 1. General Administration
>
>   a. Have general supervision of the school
>   b. Establish a decision-making procedure in matters of school practice
>   c. Interpret school board and administrative policies to staff and pupils
>   d. Administer and supervise attendance procedure

e. Maintain a functioning cumulative pupil record system
f. Make records as needed and required by the superintendent
g. Administer and supervise care of the building
h. Assist in the selection, requisition, and administration of textbooks, supplies, equipment, etc.
i. Maintain inventory of supplies, textbooks, and equipment
j. Establish and promote a research program to assist in evaluation of the elementary school program

2. The Program

a. Lead in developing and evaluating the curricular program of the school
b. Supervise the use of local and state course of study, rules and regulations, etc.
c. Direct utilization of community resources in the curriculum
d. Supervise the preparation of teachers' class schedules
e. Direct the development of library services
f. Administer or supervise the guidance and testing program and the audiovisual program.

3. Staff Personnel

a. Participate in the selection and retention of all staff personnel
b. Assign, supervise, and evaluate building personnel
c. Guide and lead staff in matters of morale
d. Encourage all staff members to participate in the administration of the school
e. Plan and lead faculty meetings
f. Orient new staff members, substitute, and student teachers
g. Provide in-service training of staff members as needed
h. Promote professional growth of teachers
i. Maintain a file of factual records of personnel
k. Supervise classroom instruction, including frequent classroom observation

1. Report to superintendent on the professional progress of staff members and evaluate their work.

4. Pupils

   a. Assume responsibility for the safety and welfare of the pupils during the day
   b. Supervise pupil admission
   c. Plan and direct an adequate guidance and testing program with the necessary supporting services
   d. Plan and direct an adequate health service
   e. Provide for adequate reports to parents on the progress of pupils
   f. Maintain the basic child accounting records.

5. Public Relations

   a. Guide and lead all school personnel in matters of public relations
   b. Publicize and interpret school policies and practices to the school parent group and area organizations
   c. Serve as liaison between visitors to the building and the school personnel (Department of Public Instruction 1973, p. 31).

In addition to the various duties dictated by state and local guidelines, a comparison of some of the duties of school administrators reveals the following:

1. Elementary principals perform a wider variety of tasks personally than do senior high principals.
2. Senior high school principals delegate more tasks to subordinates than do elementary principals.
3. Both groups of principals show a strong tendency to view their responsibility in selection of faculty as one of assisting the superintendent of schools.
4. Superintendents of small school districts tend to retain responsibility for tasks which in larger districts are considered the responsibility of building principals.
5. Nearly one elementary principal in four has no voice in the selection of professional staff for his building.

6. In the manner in which their responsibilities are discharged, the senior high principalship of small buildings tends to differ from the senior high school principalship of medium-sized and large buildings.
7. In some task areas the senior high school principalship of small buildings is more similar to the elementary school principalship than to senior high school principalships of larger buildings.
8. Elementary guidance services do not appear to be widely available particularly in small schools.
9. Senior high school principals of small buildings shows a stronger tendency than the other subgroups to view their role as one assisting the superintendent of schools.
10. Principals in small and medium-sized school districts are more likely than principals in large districts to be involved in writing curriculum materials.
11. A majority of senior high school principals report one of their more time consuming tasks to be supervision of student behavior in extracurricular events.
12. Visitation of classrooms to observe instruction and the conducting of supervisory conferences with teachers are reported to be major time consuming activities by both elementary school principals and senior high school principals.
13. Schedule making is reported to be a major time consuming activity by senior high school principals and a minor time consuming task by elementary principals.
14. Elementary school principals report conferring with parents about their children's educational and personal-social problems to be a major time consuming activity.
15. Tasks which require the largest time expenditures generally are perceived to be the most crucial (Hinrichs 1971, p. 736).

Research on the history and roles of school administrators was used in this study to help the reader determine the feasibility of dual-role administration. It was determined by the writer that exposing the many

facets of school administrators would give those who are considering such position a degree of familiarity with the enormity and variety of the tasks associted with the different roles, the distinctions between and among the roles, and the sense of complexity associated with combined roles.

CHAPTER III

METHODOLOGY

The purpose of this study was to determine some of the advantages and disadvantages of combination administrative roles in North Dakota public schools and to examine other issues associated with dual-role administrative positions. Participants were surveyed regarding their job title, school duties in addition to administration, length of service in a combination role, credentials held, specialized training for the combination role, amount of time assigned or allocated to each role, advantages of the combination role, problems associated with the combination role, and suggested methods of addressing identified problems.

Population Studied

Participants in this study were selected after examining the 1986-87 Educational Directory of the North Dakota Department of Public Instruction. All were named as school administrators in combination roles in the publication. A total of fifty-one dual-role administrators were identified. No special consideration was given to type of administrative role, size of school

district or location within the state of North Dakota. Also, no consideration was given to those who may be under contract as teacher-administrators. Administrators were contacted by letter in December, 1987. (A copy of this letter is contained in Appendix A.) Fofty-six responses were received. No follow-up letters were sent as only five school administrators did not reply.

Instrument

The instrument was developed by this writer. It was modified slightly by his advisor and modified further by his graduate committee. (The instrument is contained in Appendix B.) The instrument consisted of ten items. Item 1 called for one checked response. Items 2 through 7 called for one or more responses and, in some cases, a word or two of explanation. Items 8, 9, and 10 called for written responses.

The items on the survey were developed by the author, his advisor, and his graduate committee. Many of the author's items evolved from personal experience. As many phases of the jobs were discussed during a committee meeting, many valuable suggestions were made by committee members. An ERIC search offered little help in the development of the instrument as no evidence of such a study having been done previously was found by the author.

The instruments were sent with a cover letter and a return envelope that was stamped and addressed. Participants were assured of confidentiality, although they had an opportunity to identify themselves by requesting results. Twenty-six actually identified themselves and asked for results.

Data Gathering

Instruments were mailed to fifty of the fifty-one combination administrators designated for the study. Twelve were returned on December 3, 1987, twelve on December 4, nine on December 5, eight on December 7, two on December 9, one on December 10, one on December 19, and finally, one on January 20, 1988. Thus the study is based on forty-six of fifty-one administrators surveyed including a survey from the author.

Description of Variables

Variables from the survey show job assignment, extra responsibilities, years of service in combination roles, amount of extra compensation, levels of education and/or credentials, special training, time allocations/assignments, advantages of dual-role assignments, problems connected with the dual-role assignments, and suggested solutions to the problems identified. Results were tabulated by hand, tables constructed, and results analyzed. Open ended questions were read, categorized,

and summarized. Certain analyses were attempted such as trying to discern differences in perception of individuals who had accepted rather than those who were assigned dual-roles. The results and analyses are contained in Chapter 4.

CHAPTER IV

ANALYSIS OF THE DATA

Apparently the dual-role administrative position is not a new concept in North Dakota public schools. For purposes of this study the Educational Directory of the North Dakota Department of Public Instruction for the past nine years was reviewed. Table 1 shows results of the Educational Directory analysis.

This review indicates a trend toward a small drop in the total dual-role administrative positions during this period. There appears to be a substantial change in the number of Elementary Principal-Superintendent combinations. Also noteworthy is a substantial increase in the number of Secondary Principal-Superintendent combinations.

Also found in the analysis of the Educational Directories was information showing an increase in elementary enrollment from 75,192 in 1979-1980 to 83,849 in 1987-1988 and a decline in secondary enrollment from 42,196 in 1979-1980 to 34,625 in 1987-1988.

The instrument used in the study dealt with items regarding the following topics:

TABLE 1

ANALYSIS OF DUAL-ROLE ADMINISTRATIVE POSITIONS LISTED IN NORTH DAKOTA EDUCATIONAL DIRECTORIES 1979-1988

Position	Number by Year								
	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88
Elem.-Sec.	7	12	12	13	6	6	5	9	10
Elem.-Supt.	53	54	48	36	33	31	31	24	29
Sec.-Supt.	3	2	2	8	9	6	17	16	23
Elem.-Sec.-Supt.	7	6	10	2	6	7	8	2	3
Totals	70	74	72	59	54	50	61	51	65
No. of K-12 schools	242	230	230	227	226	227	226	222	220

Item 1) Description of position
Item 2) Additional responsibilities
Item 3) Length of service in dual-role
Item 4) Credential(s)
Item 5) Additional training
Item 6) Board allocation of time for each area
Item 7) Personal allocation of time
Item 8) Advantages of the dual-role
Item 9) Problems associated with the dual-role
Item 10) Suggested solutions to problems in Item 9

Tables were constructed for each item to detail findings.

Table 2 illustrates the combinations which characterize respondents positions.

TABLE 2

ANALYSIS OF DUAL-ROLE TYPES SURVEYED AND NUMBER OF RESPONSES

Position	Number Surveyed	Number of Responses
Elem.-Sec. Principal	9	5
Elem. Princ.-Supt.	24	24
Sec. Princ.-Supt.	16	14
Elem.-Sec.-Supt.	2	2
Supt. only	0	2*
	51	47

*The writer assumes a status change.

Table 2 shows that a cross-section of dual-role administrators responded to the survey with two categories showing 100 percent responding. In the instances where the respondent indicated a single role, the assumption

was made that the individual earlier occupied a dual-role. The responses from these individuals were included throughout the study.

Table 3 shows incidents of duties in addition to administration.

TABLE 3

ANALYSIS OF RESPONSIBILITIES IN ADDITION TO DUAL-ROLE ADMINISTRATION

Duty	Number of Incidents
No extra duties	2
Coaching/other extracurricular duties	13
Classroom teacher (averaging 2.15 hrs./day)	26
Other administrative duties	28

Two administrators indicated no additional duties. Thirteen responded that they coach or direct other extra-curricular activities. Twenty-six of the forty-seven said they also teach classes with an average of 2.15 hours per day in the classroom. Teaching duties ranged from one to five hours per day. Twenty-eight said that they have other administrative tasks such as Activities Director, Food Service Director, Transportation Director, Vocational Director, and/or Special Education Director.

Table 4 shows results of questions concerning length of service, additional compensation for the dual-role, and number who started the dual-role as a single-role administrator.

TABLE 4

ANALYSIS OF LENGTH OF SERVICE AND EXTRA COMPENSATION IN DUAL-ROLE

Description	
Average length of service in dual-role	7.32 years
Started position as a single-role	15 of 47
Average extra pay for the dual-role (N=7)	$1707.14
Number receiving extra pay in specific amounts	7 of 47

This item dealt with length of service as a dual-role administrator. The average length of time in a dual-role assignment was 7.32 years, with a range of from one to twenty-two years. Fifteen said they had accepted their job as a single role administrator. (No provision was made for them to indicate administrator-classroom teacher. Neither was provision made for them to indicate that they became dual-role administrators willingly.) Only seven showed a specific amount of extra pay for the additional duties. Salary increases for accepting a dual-role position ranged from $850.00 to $5,000.00

averaging $1707.14 for those seven reporting specific increases in pay.

Table 5 gives results of the credential/certification question. Administrators were asked to report whether they were properly credentialed for their job assignment.

TABLE 5

ANALYSIS OF CREDENTIALS OF
DUAL-ROLE ADMINISTRATORS

Credential	Number
Fully credentialed	34
Lacking elementary credential	7
Lacking elementary and secondary credential	2
Lacking secondary credential	3
Lacking administrative credential	1

On this item of the instrument, administrators were asked about their credentials. Forty hold the Administrative Credential even though they might not currently be superintendents. Only two hold EP03 Elementary Principal credentials. Both of these also have Administrative Credentials and are currently serving as superintendent. Twenty-five have Level I Secondary Principal's credentials and thirteen have EP01 Elementary Principal credentials. The survey shows what appears to be generally appropriate certification among the respondents;

however, while thirty-four were "fully" credentialed, thirteen lacked one or more of the credentials associated with their assignment.

The need for additional training to function as a dual-role administrator is demonstrated in Table 6.

TABLE 6

ANALYSIS OF THE NEED FOR ADDITIONAL TRAINING TO FUNCTION IN THE DUAL-ROLE

Respondents	Number
Received no additional training	14
Already possessed needed credential	20
Needed additional coursework	11
Received district help (money or time off)	8
Received no district help	3

In responding to this item, fourteen said they received no advanced or special training for the dual-role assignment. Twenty indicated they already possessed proper credentials and eleven said additional college credits were required. Of the eleven needing more courses eight did not receive any district support, and three were reimbursed in some way either with time off or reimbursement of expenses.

Time allocation is shown in Table 7.

TABLE 7

ANALYSIS OF TIME ALLOCATED BY SCHOOL BOARD FOR EACH DUAL-ROLE FACET

Description					Number
Number without specific allocations					39
Number with allocations					5
Types:	Elem.	50%	Sec.	50%	
	Elem.	25%	Supt.	50%	
	Elem.	15%	Supt.	50%	
	Elem.	25%	Supt.	50%	
	Sec.	40%	Supt.	30%*	

*Assignment may not total 100 percent because of additional administrative or teaching assignments.

This item addressed allocations of time for the dual-role assignment by the School Board. Thirty-nine said no time allocations were specified. Only five have time allocations specified by the district. Three of those were Elementary Principal-Superintendent, one was Elementary-Secondary Principal, and one was Secondary Principal-Superintendent.

Actual time spent per position is shown in Table 8.

Administrators were asked to estimate percentage of time spent in the various assignments. Elementary-Secondary people average 33 percent of their time for elementary and 59 percent for secondary. Elementary Principal-Superintendents average 24 percent for elementary and 63 percent for the superintendency. Secondary

TABLE 8

ANALYSIS OF TIME SPENT IN EACH AREA OF ADMINISTRATION BY DUAL-ROLE ADMINISTRATORS*

Position--------%	Position-------%	Position------%
Elem. Princ.--33%	Sec. Princ.--59%	
Elem. Princ.--24%	Supt.--------63%	
Sec. Princ.--30%	Supt.--------54%	
Elem. Princ.--17%	Sec. Princ.--27%	Supt.-------50%

*Means reported

Principal-Superintendents average 30 percent for secondary and 54 percent for the superintendency. Elementary Principal-Secondary Principal-Superintendents average 17 percent for elementary, 27 percent for secondary and 50 percent for the superintendency. (This section was not completed by all respondents. Once again, percentages do not all total 100 because of the number of classroom teaching assignments.)

Advantages of dual-roles are summarized in Table 9.

Respondents identified several advantages associated with the dual-role concept. Although somewhat difficult to record, three responses were found in some form on many surveys. Seventeen stated the increased involvement with students and teachers was an advantage. Fourteen praised the concept because it afforded them

TABLE 9

ANALYSIS OF ADVANTAGES OF
DUAL-ROLE ASSIGNMENTS

Advantage	Frequency
Increased involvement with students and teachers	17
Greater awareness of needs K-12	14
Cost savings to district	12
One central office	5
No administrative communication barriers	4
Staff reduction (cost savings)	3
Increased salary	2
Improved accreditation status	2
Having total control	1

greater awareness of needs in grades K-12. Cost savings was mentioned as an advantage by twelve respondents. Other advantages were a "single office" concept, lack of communication problems among administrators, staff reduction, increased salary, easier accreditation, total control, and elimination of the "dominant principal" problem. Thirty-six of forty-seven respondents completed some part of this request for information.

Problems of the dual-role are summarized in Table 10.

TABLE 10

ANALYSIS OF PROBLEMS ASSOCIATED WITH DUAL-ROLE ADMINISTRATION

Problem	Frequency
Lack of time	34
Neglect of some areas	11
Missing important meetings	9
Excessive supervision responsibility	9
No one with whom to exchange ideas	6
Too many responsibilities	6
Stress/burn out	6
Interruptions	5
Lack of proper training	4
Need for substitutes	3
Role conflict	1
Difficulty in delegating authority	1

As table 10 shows, the prominent problem associated with dual-role administration as expressed in Item 9 on the survey was lack of time to do an adequate job. Thirty-four respondents expressed that perception. One might assume that many of the other problems are also related to lack of time. Other disadvantages included neglect of some critical areas of school administration (11),

missing important professional meetings and workshops (9), too much supervisory time required--especially at extracurricular assignments (9), stress and burn out (6), too many responsibilities for the time and compensation (6), and no one with whom to exchange ideas (6). Comments were also made concerning classroom interruptions, lack of adequate training, lack of substitutes that would allow the administrator time away, role conflict (especially in superintendent-principal combinations), and difficulty in delegating authority. Forty-two of the forty-seven respondents answered this question.

Table 11 contains some suggested solutions to problems expressed.

The concluding item on the survey asked dual-role administrators for suggestions on how to address some of the problems they mention in survey Item 9. Thirty-three of forty-seven respondents completed this section. Eight felt that delegation of authority would help (i.e., hire an Activities Director, help with after school supervision, etc.). Appointment of a part-time principal or part-time assistant principal was suggested by seven. One mentioned appointing teaching staff members as assistant principals on a rotating basis. Six expressed the need to add one administrator. Other suggestions included provision of coursework and in-service, provision of time to attend meetings, and

TABLE 11

ANALYSIS OF SUGGESTED SOLUTIONS TO PROBLEMS

Solution	Frequency
Delegation of duties	8
Appoint assistant principal	7
Hire one more administrator	6
Additional help with evaluation	5
Provide more state funding	5
Provide in-service and course work	4
Provide more secretarial help	4
Eliminate classroom duties	3
Provide time for meetings	2
Complete statewide school district reorganization	2
Add computers	1
Develop academic co-ops among schools	1

arranging for outside help for supervision and evaluation of teachers, addition of computers to speed the work load, allow more time, add more secretarial help, completely reorganize all schools, provide more funding, eliminate classroom teaching duties, and forming more academic co-ops with other schools. In general, the responses indicated need for more human resources, whether administrative or clerical assistance, or more money.

A provision was made following the last item in the survey for the respondents to give their name and address to secure a copy of the results. Twenty-six of the forty-seven asked for results.

CHAPTER V

SUMMARY, CONCLUSIONS, RECOMMENDATIONS, AND DISCUSSION

Summary

The purpose of the study was to identify some of the issues dealing with dual-role school administrative positions in North Dakota public schools. Fifty-one dual-role administrators were surveyed and forty-seven responded. Generally, the categories of duties, certification and training, time allocation, problems, and suggested solutions to the problems were covered.

A review of the literature traced the development of the positions of superintendent, secondary principal, and elementary principal. It also briefly covered some basic functions and duties of the three positions. The writer's purpose in tracing these elements was to make the reader aware of the differences and similarities of the positions in hopes that one might more easily draw a conclusion on advantages and disadvantages of dual-role administration.

Little research on dual-role administration, as discussed in this study, was available to this writer. The writer conducted two ERIC searches, consulted

periodical indices, examined the card catalog, and reviewed dissertation abstracts. Further, some individuals whose specialty is rural education were contacted by phone. None of these efforts produced much in the way of related research. Therefore, any conclusions drawn are based on the history of the positions as presented in Chapter II, and on results of the survey.

Findings from the survey may be divided into three general areas: job description, advantages, and disadvantages or problems. First, included with the job description portion are data on responsibilities in addition to administration, credentials, extra pay, time allocation, and length of service as a dual-role administrator. Next, most respondents listed advantages of dual-role positions. Many suggested a need for closer working relations with students and teachers which is fulfilled by the dual-role position that offers more contact with most school personnel. Finally, the survey gave respondents a chance to disclose problems related to the dual-role. They also had an opportunity to suggest solutions to the mentioned problems.

Findings of special interest to the author include those regarding increased compensation, certification, and credentials, advantages of the dual-role, disadvantages of the dual-role, and suggested solutions to mentioned disadvantages. Expecting more specific answers

on the extra pay issue, the inconclusive results showing so few receiving specific dollar amounts were somewhat surprising. As a point of personal interest, the author expected more negative data on certification and credentials as it is considered difficult to earn all three credentials. The survey indicates most dual-role administrators were fully credentialed and did not seem to think it an important issue. Increased teachers in more areas of the system were the most often mentioned advantages to the dual-role. These results were not surprising to the author as he has had similar experiences. The most often mentioned disadvantage to the dual-role was the lack of time to perform duties adequately. Thirty-four of the respondents suggested this disadvantage. Delegation of duties was suggested most often as a solution to the problems mentioned; however, only eight respondents suggested this. No single suggested solution stood out as a generalizable reply. Responses seemed to indicate enthusiasm and honesty on the part of the dual-role administrators surveyed.

Conclusions

The intent of this study was to identify trends in dual-role administration, advantages and disadvantages of such jobs, and suggestions for change within these situations. The following conclusions were reached by the writer:

1. The dual-role administrator is not a new phenomenon. There may be some changes in frequency of certain dual-role patterns as shown by the study which was based on nine years of data. The trend shows a slight drop in the number of public secondary schools. No significant change was noted in the total number of dual-role positions; however, there seems to be a trend toward fewer Elementary Principal-Superintendent combinations. The combination or dual-role administrative position will continue to be a popular solution to real or perceived problems. The use of this arrangement may increase given conditions noted in this study.

2. Most (all but two) of the dual-role administrators have duties in addition to administration. This arrangement is likely to continue and may increase in frequency.

3. Apparently the major problem in the dual-role is lack of time to do each task adequately. Neglect of some areas is considered a problem. Another seemingly major issue is the inability to attend important

meetings and workshops connected with more than one position because substitute teachers are not available and there is no one to leave in authority. Further, one can conclude that where the superintendency is part of the dual-role arrangement, the principalship--especially the elementary principalship--is likely neglected.

4. Most administrators appear to hold proper credentials. Only thirteen of forty-seven lacked proper qualifications. Specialized additional training for the dual-role was not common. (In many instances where appropriate credentials were already secured, that finding is not surprising.) A number of districts, however, did provide assistance in securing additional training. Districts should assist individuals who are appointed to dual-role positions but who do not possess proper credentials.

5. Time allocation for the multiple roles were not specified by school boards in thirty-nine of forty-four instances. Apparently that was not seen as of much consequence for contract language. One might conclude

that there is some wisdom in letting experience and demand dictate the amount of time devoted to different parts of the position.

6. Actual use of time seems to indicate that duties of the superintendent demand more time (or secure more time) than those of the principal. This finding may suggest that in a dual-role assignment one of the roles, relatively speaking, is neglected. Individuals holding dual-role positions need to assess the consequences of this possible neglect. Perhaps consciousness of this potential may encourage some other decisions to address the apparent neglect.

7. Thirty-six of the forty-seven respondents listed advantages such as greater involvement with students and teachers, greater awareness of needs K-12, and cost savings. Dual-role administrators should recognize and capitalize on the advantages inherent in dual-role arrangements.

8. Recommended problem solutions were somewhat inconclusive. Among suggestions were delegation of authority, an additional administrator on a full or part-time basis, and

additional funding. Relief from classroom duties was also mentioned, especially during emergencies. None said that extra pay for the additional responsibility would solve the problems. Perhaps more extensive use of non-certificated staff or different assignments for certain certificated staff members could mitigate the problems identified.

Limitations

Some limitations of the study were as follows:

1. The writer was able to find only little related research on dual-role administrative positions; therefore, any conclusions drawn are from the present survey and personal experience.

2. The sample size was relatively small, although the percentage who responded would indicate a high interest in the study and any conclusions might be beneficial to individual situations.

3. The writer did not ask the respondents if they were actively seeking employment other than their dual-role position or if they were unhappy with their current situation.

4. Some responses were difficult to categorize or interpret.

Recommendations

The following recommendations are offered for action or further study based on the author's analysis of the data and review of the literature:

1. Dual-role administrators should be given ample time to perform necessary tasks. Sufficient administrative time and resources must be allocated to perform essential services. Perhaps there needs to be a "regular" substitute available who has greater responsibility for activity than is typically expected in a substitute's role.

2. Additional compensation for the added responsibilities should be agreed upon between the Board and administrator, perhaps at the time of the dual-role assignment.

3. Universities and colleges offering educational administration programs should, with the cooperation of the North Dakota Department of Public Instruction and professional associations, offer more instruction preparing students for dual-role

situations. They might offer courses specifically for the dual-role. In addition to that they could prepare educational administration students in other areas of administrative responsibility such as school food services, transportation services, and activities directorships.

4. Further study should be conducted to determine the effect on the students' educational opportunities in schools with dual-role administrators.

5. Further study should be conducted to determine actual financial advantages to schools with dual-role administrators. If findings conclude that there are no educational disadvantages and definite financial advantages to schools, the state department might wish to become involved in changing their accreditation requirements to make allowances for schools practicing the concept.

6. As several dual-role administrators indicated a need for help with teacher supervision and evaluation, schools that employ them should consider engaging outside assistance in the supervision/evaluation

process or at least hire substitutes for teacher-administrators to allow sufficient time for the task.

7. Job descriptions of dual-role administrators should assure ample time to attend meetings, workshops, and conferences pertinent to the positions. One may also recommend that allocation of time be agreed upon at this point. Not only should school districts specify time allocations, but administrators should agree to them and try to abide by the agreements.

Discussion

The writer has found this study both enjoyable and rewarding. While one is normally hesitant to take on the responsibility of such a research task, it is usually worth the effort.

After corresponding with other dual-role administrators around the state, he feels better about his own position. He has found that dual-role administrators share many of the same concerns and that they are similarly rewarded. Few respondents suggested extra compensation as an advantage to the concept. This was a pleasant finding as it reflects a higher degree of professionalism than some would imagine. Most administrators were concerned with the welfare of their students and districts.

The writer often feels frustrated about allocation of time; this feeling seems to be common among dual-role administrators. In the writer's opinion, the responsibility for satisfactory time allocation lies largely with the employee who knows the demands of the job. However, the school board, while endeavoring to comply with the wishes of the employee, will need to assure that necessary functions are attended.

Addressing the concept in a general administration course, or perhaps developing a specific university level combination administration course might better prepare some who are assigned such roles. The concept may also be addressed in the form of a panel discussion or forum at conferences such as the mid-winter conferences for the three levels of administration in North Dakota.

In conclusion, the writer feels that dual-role administration is here to stay. Its advantages have merit. The dual-role experience has been rewarding for this writer, especially from the aspect of greater awareness of two levels of school administration--the elementary and secondary principalship.

APPENDICES

APPENDIX A

LETTER OF CONTACT

December 1, 1987

Dear Colleague:

In an effort to determine recent trends in school administration assignments that involve "combination" duties, I am asking your participation by completing the enclosed survey. Your cooperation would assist me in fulfilling the requirements for the Specialist degree in Educational Administration from the University of North Dakota.

The universe of combination positions is quite small--fifty-one in North Dakota in 1986-87--so your response is important. Results may help us better understand the problems and needs associated with such administrative roles. Summary results will be furnished to you if you request them.

Please use the enclosed, self-addressed envelope for your reply. Your rapid response would be appreciated. All replies will be treated with utmost confidentiality.

Sincerely,

Robert E. Klein
Rte. 2, Box 79
Drayton, ND 58225

APPENDIX B

SURVEY

Assessment of Combination-Role Administrative Positions in North Dakota

Indicate with a check mark (✓) the statement(s) which most accurately responds to the questions asked; where appropriate, include additional information requested.

1) Which of the following descriptions most accurately defines your position?

____ Elementary Principal-Secondary Principal

____ Elementary Principal-Superintendent

____ Secondary Principal-Superintendent

____ Elementary Principal-Secondary Principal-Superintendent

2) Do you have responsibilities in addition to those duties usually associated with your administrative duties?

____ No

____ Yes, coach or direct extracurricular activities

____ Yes, classroom teacher (number of hours per day ____)

____ Yes, other administrative tasks associated with such areas as athletic director, food service director, transportation director, vocational director, and/or special educational director

____ Yes, other responsibilities as specified_____

_____ _____

3) When did you start serving in the combination role?

____ Accepted a position which included the combination role in _____(year)

____ Accepted a position which had a single role (e.g., principal or superintendent) but which evolved into a combination role

What year did this occur? _____

What additional compensation did you receive for accepting a combination role? $_____

4) What credentials do you hold?

Elem

____ EP01 (Master's: 20 semester/30 quarter hours from The Guide for Course Preparation)

____ EP02 (16 semester/24 quarter hours from The Guide for Course Preparation)

____ EP03 (8 semester/12 quarter hours from The Guide for Course Preparation)

Sec

____ Level 1 (Master's, 20 semester/30 quarter hours--specified courses)

____ Level 2 (16 semester/24 quarter hours--specified courses)

____ Level 3 (8 semester/12 quarter hours--specified courses)

Supt

____ Administrative

5) Did you receive any advanced or specialized training for the combination role?

____ No

____ No; already possessed required credentials

____ Yes; explain briefly_____

_____

If "yes," did you receive district support for this training?

____ No
____ Yes, explain briefly_____

6) Did the Board specify the allocation of time to the roles assigned?

____ No

____ Yes (if yes, respond to a, b, c, or d)

(a) Elementary Principal-Secondary Principal

____% ____%

(b) Elementary Principal-Superintendent

____% ____%

(c) Secondary Principal-Superintendent

____% ____%

(d) Elementary Principal-Secondary Principal-Superintendent

____% ____% ____%

7) Would you estimate the time you allocate to the different elements of the combination role? (Respond to a, b, c, or d)

(a) Elementary Principal-Secondary Principal

____% ____%

(b) Elementary Principal-Superintendent

____% ____%

(c) Secondary Principal-Superintendent

____% ____%

(d) Elementary Principal-Secondary Principal-Superintendent

____% ____% ____%

8) List some of the advantages associated with a combination role:

1) _____

2) _____

3) _____

4) _____

9) List some of the problems associated with a combination role:

1) _____

2) _____

3) _____

4) _____

10) How could the problems identified above be most appropriately addressed?

Problem #1 _____

Problem #2 _____

Problem #3 _____

Problem #4 _____

I'd like a copy of the results ____ Yes ____ No

If yes, name and address:

_____

_____

_____

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